

## Report to Cabinet

21 July 2022

By the Cabinet Member for Planning and Development

### KEY DECISION



**Horsham  
District  
Council**

Not Exempt

**Consultation on the proposed designation of a new Conservation Area for Norfolk Road, Norfolk Terrace, Wellington Road, Chichester Terrace, Barttelot Road, Park Terrace, Park Street and East Street, Horsham to be known as the Park Terrace Gardens Conservation Area.**

## Executive Summary

Conservation areas can be created where a local planning authority identifies an area of special architectural or historic interest, which deserves careful management to protect that character.

The Planning (Listed Building and Conservation Areas) Act 1990 places a duty on local planning authorities to review whether any parts or further parts of their area should be designated as conservation areas. In this respect the area identified as Park Terrace Gardens which consists of Norfolk Road, Norfolk Terrace, Wellington Road, Chichester Terrace, Barttelot Road, Park Terrace, Park Street and East Street in Horsham have been identified as being an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.

This report seeks agreement to undertake a public consultation on the proposed designation.

## Recommendations

Cabinet is recommended to:

- i) To approve the proposed new conservation area boundary, and draft Conservation Area Appraisal and Management Plan for public consultation.
- ii) To approve that the Director of Place in consultation with the Cabinet Member for Planning and Development be given delegated authority to agree minor editorial changes prior to publication.

## Reasons for Recommendations

- i) To formally designate a new conservation area.
- ii) To provide conservation area guidance for residents, occupiers, developers and Members in determining applications.

- iii) To give the Cabinet Member for Planning and Development delegated authority to approve minor changes to the document, without the need for it to be referred back to Cabinet.

**Background Papers:**

1. Draft Conservation Area Appraisal and Management Plan for Park Terrace Gardens (July 2022) – See Appendix 1

**Wards affected:** Denne

**Contact:** Catherine Howe, Head of Strategic Planning x5505.

## **Background Information**

### **1 Introduction and Background**

- 1.1 Conservation areas were introduced through the Civic Amenities Act (1967). Conservation areas exist to manage and protect the special architectural and historic interest of an area and contribute to forming a unique sense of place. Horsham District Council has a duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 to designate conservation areas where appropriate, to review the designations regularly, and to plan for the management of conservation areas to ensure that they retain their special character and interest. There are 37 designated conservation areas within the Horsham District at present.
- 1.2 The designation of a conservation area is undertaken where the local planning authority identifies that an area has a special architectural quality or historic interest. Evidence of the special interest of Park Terrace Gardens has also been submitted by local residents and is identified within the Horsham Blueprint Neighbourhood Plan and earlier documents. This report sets out the detail of the proposed conservation area and associated Appraisal and Management Plan.

### **2 Relevant Council policy**

- 2.1 The Horsham District Planning Framework (HDPF) is the relevant Plan that sets out how growth and development will take place in the District in the period to 2031. Policy 34 “Cultural and Heritage Assets” sets how the Council will deal with proposals affecting cultural and heritage assets in the District. The Conservation Area Appraisal and Management Plan, once adopted, will be used along with Policy 34 (where relevant) to help determine planning applications and as historic guides for local residents. The Council is currently preparing a new Local Plan. The emerging Local Plan policy will retain the provisions of the existing policy ensuring that development in conservation areas is consistent with the special character of those areas.

### **3 Details**

- 3.1 As part of the proposed designation of the Park Terrace Gardens Conservation Area a draft appraisal has been undertaken and management plan produced to provide guidance (if the conservation area was to be designated) to preserve and enhance the area. The appraisal sets out the significance of the conservation area and has been undertaken in accordance with current best practice as described in Historic England’s document, Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1 (2016).
- 3.2 The draft Park Terrace Gardens Conservation Area Appraisal sets out background information and details of the historic development of the proposed conservation area. It includes details of its setting, its townscape, historic environment and describes the key features of the conservation area. There is a section on views and negative elements of the conservation area. There is also a draft Management

Plan. There are two appendices included within the document: a list of locally listed buildings, and a glossary of terms.

- 3.3 The following paragraphs include a summary of the details of the draft Conservation Area Appraisals and Management Plan. The full text of the document is set out in Appendix 1 of this report.

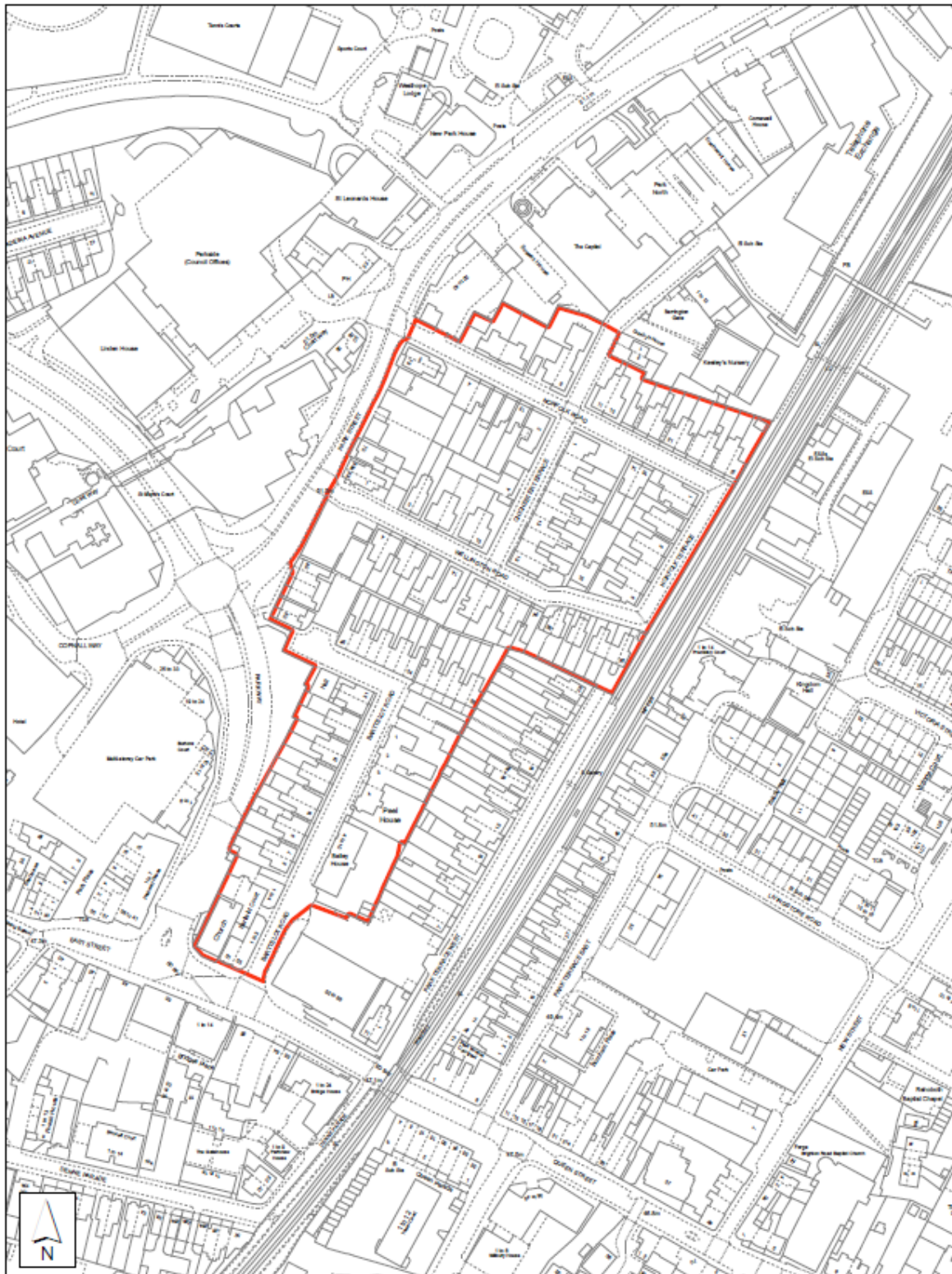
#### Park Street East, Horsham

- 3.4 The proposed conservation area would cover properties in Norfolk Road, Norfolk Terrace, Wellington Road, Chichester Terrace, Barttelot Road, Park Terrace West, Park Street and East Street as shown in **Map 1**. It is suggested that the new conservation area would be known as the Park Terrace Gardens Conservation Area, as this is the name used for the land on the 1870/71 OS map.
- 3.5 The boundaries of the conservation area have been tightly drawn following consideration of historic maps and site visits. The boundary seeks to ensure that the conservation area encompasses an area of special architectural and historic interest the character or appearance of which should be preserved. In addition to being part of a cherished and familiar local scene, the proposed conservation area is of interest as an area for its buildings group value, as well as its townscape value in a wider sense, including the quality and consistency of materials and architectural details which reflect the Victorian development of the town. The NPPF is clear that local planning authorities should ensure that an area justifies its status as a conservation area because of its special architectural or historic interest, and ensure that the concept of conservation is not devalued through the designation of areas that lack special interest.
- 3.6 The railway line and the historic road of North Street, were the key features of the land to the north of the historic core of Carfax and Causeway and provided the boundaries in which the proposed conservation area has evolved over time. Park Terrace Gardens was formed in the late nineteenth century following the construction of the railway line which forms its eastern boundary. By 1896 the roads and properties within Norfolk Road, Norfolk Terrace, Chichester Terrace, Wellington Road and Barttelot Road had been constructed and had taken a similar form to today. To the northwest of the proposed conservation area the land remained open until the 1930's.
- 3.7 The oldest development within the proposed conservation area are the properties in Park Terrace West which back onto Wellington Road, which date to the end of the 1860's. The greatest concentration of development was undertaken between 1876 and 1898 with the development of Norfolk Road, Chichester Terrace, Norfolk Terrace, Wellington Road and Barttelot Road linking onto East Street. These properties provide the visual evidence of the increasing connectivity of Horsham town beyond Sussex, as the properties start to incorporate the wider architectural fashions and materials of the era and demonstrate the Victorian drive for material and commercial success.
- 3.8 The materials within the conservation area are predominantly red brick with some render, although Chichester Terrace has a yellow brick with red brick detailing. Many of the properties have decorated stonework panels and pediments, bay windows with timber sliding sashes, decorative capitals and columns and coloured

glass. The decorative bargeboards and ridge details, chimneys, dentil courses and scalloped pelmets all add to the areas architectural interest. These elements together form a clear cohesive group of Victorian properties characterised by the decorative detailing available at the time from pattern books and interpreted into a Horsham context by the builders of that era.

- 3.9 The proposed conservation area consists of predominantly semi-detached or terraced two storey properties with a linear plan form, interspersed with some detached properties. The area has a residential character although the properties within Barttelot Road have a greater mix of uses with some offices, whilst those facing East Street contain an osteopath, Christian Life Centre and retail shop. The proposed conservation area would contain the locally listed buildings of 1 -4 Peel House and Bailey House (the former police station buildings), the Christian Life Church, and 51 – 53 East Street.
- 3.10 The conservation area as proposed would include some elements which make a less positive contribution to the conservation area (such as 62 – 64 Park Street), however to ensure a cohesive and practicable boundary such sites have been included to assist in achieving high quality design if the sites are refurbished or redeveloped in the future. Designation is a tool to manage the process of change so that the special character of the area is not detrimentally affected. Conservation area status does not mean that no change is allowed; simply that it should be carefully considered and should not harm the special interest of the area.
- 3.11 The designation of an area as a Conservation Area means that the Local Planning Authority can control more closely any changes that might affect the environmental quality of the area and seek to protect and enhance the “special character” of the area for the benefit of all its residents and businesses. In determining planning applications the Local Authority must pay special attention to the desirability of preserving or enhancing the character of the conservation area. The designation of a conservation area introduces a constraint on property owners with regards to works to trees, reduces some permitted development rights and imposes more stringent controls on advertisements.
- 3.12 **Map 1** below illustrates the proposed conservation area boundaries for Park Terrace Gardens. The draft Appraisal proposes Park Terrace Gardens as having one continuous conservation area, with a single character area.

## Map 1 Park Terrace Gardens – Proposed New Conservation Area Boundary



**Horsham District Council**

Parkside, Chart Way, Horsham  
West Sussex RH12 1RL

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**Proposed Park Terrace Gardens Conservation Area**

Reference No :	Date : 16/06/2022	Scale : 1:1,500 (at A3)
Drawing No :	Drawn :	Checked :
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## **4 Next Steps**

- 4.1 It is proposed to publish these documents for a 5 week period of consultation (1 September to the 6 October 2022) to seek the views of the local community. Engagement with the community is a key element in achieving a designation which is informed and supported by residents and businesses. The proposed conservation area boundary, Appraisal and Management Plan will be published in draft form to enable amendments to be undertaken where required, once any feedback is considered.
- 4.2 The Conservation Area designation, Appraisal and Management Plan, if adopted, will help inform future planning decisions regarding developments within or adjoining the Conservation Areas. More detail on the next steps are set out in paragraphs 6.1, 6.2 and 6.3 below.

## **5 Views of the Policy Development Advisory Group**

- 5.1 The proposed draft Conservation Area Appraisal was discussed at the Policy Development Advisory Group (PDAG) on 4 July 2022.
- 5.2 Feedback from the PDAG meeting indicated support for the proposed Conservation Area but raised concerns that the residents of Barttelot Road may not be aware of the proposals. In response to these concerns further information regarding consultation is set out in section 6 below.

## **6. Consultation**

- 6.1 As part of the appraisal process a walk of the area with some local residents was undertaken in March 2021. If it is agreed to go out to consultation on the draft Conservation Area designation, Appraisal and Management Plan, it is intended to update the relevant Local Members, the Neighbourhood Council and inform the Horsham Society of the forthcoming (2022) public consultations. The Chief Finance Officer and monitoring officer have been consulted and their comments and feedback has been incorporated into this report.
- 6.2 It is anticipated that following Cabinet, a five week public consultation will be held on the proposed designation of the new conservation area. Similarly, to proposals to extend a conservation area a notice will be placed in the local paper and letters sent to all addresses within the proposed conservation area to advise residents and businesses of the consultation for the proposed new conservation area, associated appraisal and management plan, and how they can be viewed. An email address and postal address will be provided to enable feedback. A Frequently Asked Questions (FAQ's) sheet will be included with the letters to inform occupiers/owners of the ramifications of a conservation area designation. The documents will be published on the Horsham District Council website.
- 6.3 Following the public consultation exercise, a report summarising the responses and the council's proposed response in light of feedback will be prepared and presented to Cabinet in due course.

## **Other Courses of Action Considered but Rejected**

- 6.5 The option of not producing Conservation Area Appraisals and Management Plans was considered but it was decided that the development pressures on these sensitive locations was too great not to produce the conservation guidance which clearly sets out the Council's expectations for development proposals in these areas. It is also a duty of local authorities under the Planning (Listed Buildings and Conservation Areas) Act 1990 to review whether any parts or further parts of their area should be designated as conservation areas, as well as formulate and publish proposals for parts of their area which are conservation areas.

## **7 Resource Consequences**

- 7.1 The cost of implementing the Conservation Area appraisals will be met from within the existing budgets and will largely consist of staff time.

## **8 Legal Consequences**

- 8.1 The designation of conservation areas is a continuous duty under Section 69 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and local planning authorities must consider whether it should designate new conservation areas or extend existing ones.
- 8.2 In accordance with Section 70 and Section 71 of the same Act the Council is also required to formulate and publish proposals for the preservation and enhancement of their conservation areas and consult the local community about the proposals.
- 8.3 Section 71(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that "It shall be the duty of a local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas." It is considered that the contents of this report are consistent with the statutory duties referred to above.

## **9 Risk Assessment**

- 9.1 The review and updated information provided within the Appraisal's will give both applicants and officers in Development Management improved information to develop and assess proposals, resulting in higher quality development.

## **10 Procurement implications**

- 10.1 There are no procurement implications which arise from the consultation to designate a new conservation area and Conservation Area Appraisal and Management Plan.

## **11 Equalities and Human Rights implications / Public Sector Equality Duty**

### Equality and Diversity Implications

- 11.1 The publication of the draft Conservation Area boundary, Appraisal and Management Plan is not expected to have any adverse impact on people with protected characteristics under the Equality Act 2010. It is not considered that the Conservation Area Appraisals or their policies will have any direct impacts on gender reassignment, pregnancy and maternity, race, religion or belief, sex or sexual orientation.

### Human Rights

- 11.2 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 would be relevant in consideration of planning applications within the conservation area. Consideration of Human rights would form part of any planning assessment.

## **12 Environmental Implications**

- 12.1 If adopted, the new conservation area and associated appraisal's main focus is to provide guidance in protecting the historic environment but also indirectly delivers on the environmental objectives embedded in the Corporate Plan such as protecting and enhancing air quality, the quality of places we work and live, protecting existing habitats and green infrastructure. It is considered that these policies will help to protect and enhance the local environment of the conservation area in relation to planning matters.

## **13 Other Considerations**

- 13.1 It is not considered that the publication of the draft Conservation Area designation and associated Appraisal and Management Plan will have any further additional impacts including those in relation to GDPR/Data Protection or Crime & Disorder.

## **Appendix 1**

Draft Conservation Area boundary, Appraisal and Management Plan for Park Terrace Gardens, Horsham (July 2022)